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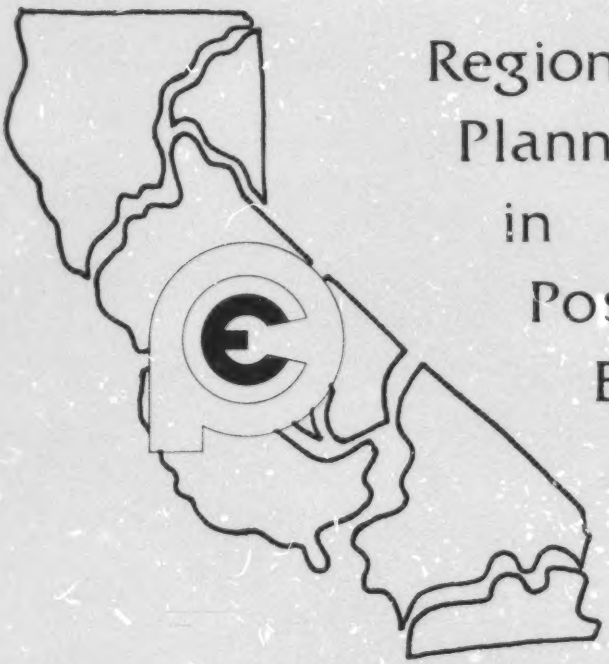
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ABSTRACT

Regional planning has been proposed as a method for dealing with the various societal problems which cross local boundaries and which can be dealt with better in a wider geographic or regional context. The report of the California Postsecondary Education Commission is based on interviews, review of the existing literature, and visits to regional consortia and presents four alternative approaches to regional planning. The report outlines California postsecondary education problems of the 1970s and beyond; regional planning in other states including Pennsylvania, New York, Illinois, and Minnesota; and interinstitutional cooperation in California. (JMF)

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California Postsecondary Education Commission

Commission Report 76-3
February 1976

REGIONAL PLANNING IN POSTSECONDARY EDUCATION:

OBJECTIVES, OBSTACLES, ALTERNATIVES

A Report

Prepared by the Staff

of the

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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William L. Deegan
Janis C. Alford

FOREWORD

ACR 159 (Resolution Chapter 213, 1974 Legislative Session) directs the California Postsecondary Education Commission to develop and submit to the Legislature and the Governor, "a plan for establishing regional postsecondary educational councils throughout California, subject to the following conditions:

1. Each council shall be composed of community representatives and representatives of each postsecondary institution within the region;

2. The regional councils shall promote interinstitutional cooperation and comprehensive regional planning; and

3. Specific functions shall include:

   a. Surveying total demand, present and projected, for postsecondary education in each region;

   b. Surveying availability of public and private resources to meet demands for postsecondary education;

   c. Finding methods for effectively utilizing or increasing educational resources; and

   d. Encouraging the development of policies and procedures for the cross-registration of students and sharing of faculty and facilities."

Based on interviews, a review of the existing literature, and visits to regional consortia, the Commission staff developed a plan for regional councils as directed in ACR 159. In addition, the staff considered several alternative approaches to regional planning for California postsecondary education. Should the Legislature desire to implement a plan for regional councils, the staff recommends Alternative I, the Competitive Proposal Pilot Program, as the best approach.

I. CALIFORNIA POSTSECONDARY EDUCATION: PROBLEMS OF THE 70s AND BEYOND

> *We're going to have to learn lessons about planned diversity among institutions and also some hard lessons about cooperation among institutions [with] an attentiveness to the economics of education greater than any we have exhibited in the past.*
> *- John W. Gardner, 1965*

John Gardner was ahead of the times. With the boom in student enrollments, the increased availability of state and federal dollars, and seemingly insatiable desire for more education, degrees and credentials that was the climate of the mid-sixties, one might have disregarded the Gardner admonition. The times called for more--more growth, dollars, facilities, support services, equipment and teachers.

The times of the seventies are different. A number of authors (Patterson,[1] Fuller,[2] Peterson[3]) are now writing about different themes, including:

- The maintenance of program and institutional quality in light of scarce dollars and greater demand for services.
- The impact of a trend for the proportion of State budgets devoted to higher education to level off or decline.
- The impact of projected enrollment declines, changes in the kinds of students attending college, and changes in patterns of attendance.
- The need to plan, coordinate, and share increasingly scarce dollars, facilities, and services.

As Franklin Patterson writes:

> The end of the 1960s did not signal the close of a revolutionary period in higher education, only its serious beginning. The conflict between the older institutional model and a nonelite mass clientele remains with us as it will until adequate new models come into play. The conflict between limited economic resources and virtually unlimited educational needs or demands remains with us, as it will until we invent better solutions.[4]

Better solutions--to the problems of quality, cooperation, cost effectiveness, and accountability--these are the pressing needs, the major agenda items for postsecondary education in the 1970s.

Historically, colleges and universities have acted and planned independently of each other. Statewide planning came into prominence in the late 1950s, with California's Master Plan for Higher Education serving as one of the foremost models. Emerging approaches to educational planning are focusing on creating more responsiveness to local needs through greater emphasis on regional planning and more effective interinstitutional cooperation.

This report discusses the objectives of and obstacles to regional planning, the alternatives that are being considered around the country, and the feasibility of regional planning in California postsecondary education.

A. Regional Planning - What is it?

Regional planning has been proposed as a method for dealing with the various societal problems which cross local boundaries and which can be dealt with better in a wider geographic or regional context. Since 1921, various State agencies in California have sought to develop regional solutions to societal and environmental problems which extend over several counties. Regional planning for postsecondary education is a more recent development.

While there have been a number of instances of interinstitutional cooperation throughout the history of postsecondary education in California, perhaps the first major stimulus to regionalism came in 1968 in a report issued by the Joint Committee on Higher Education of the Legislature under the chairmanship of then-Assemblyman Jesse Unruh. Basically, the "Unruh Report," as it came to be known, called for a reorganization of the three-segment structure on the basis of mandated regional councils. The regional councils were designated to bring the institutions together on a regular basis to discuss mutual problems and work out solutions based on intersegmental cooperation. Viewing the segmental structure as a barrier to effective cooperation, the report proposed a single board for the general governance of the unified system, with the regional councils coordinating the institutions within each region. Because the proposal would have made fundamental changes in the structure of California public higher education, it was ultimately rejected by the Legislature.

As a result of the Unruh Report and of the fiscal problems which began to emerge in the late 1960s, more institutions began to look at ways in which to cooperate and share resources. During

the early 1970s a number of consortia were formed and informal cooperative efforts initiated.*

A second major stimulus for regionalism was the report of the Joint Committee on the Master Plan for Higher Education (1973), which concluded, perhaps overly critically:

> Regional planning is nonexistent, except in a few highly specialized instances. Limited planning has occurred at the segmental level. Not surprisingly, its concern has been primarily with segmental interests and aspirations. Without a coordinated state approach, segmental planning can only be fragmentary and cannot assure quality and quantity of educational services to the people of California. In times of abundant resources such fragmentation may go unnoticed. In times of scarce resources, as the state needs to maximize educational opportunities and benefits, it is intolerable.[5]

A third stimulus for regionalism was a report to the Legislature entitled, Postsecondary Alternatives to Meet the Educational Needs of California's Adults (1975), which recommended regional planning for a number of educational programs and services. As the report stated:

> The objective [of regionalism] is effective utilization of all available resources in the region to meet the unique configuration of educational needs existing in the region. Costly resources could be shared, rather than duplicated. Articulation (transfer of students) among institutions could be facilitated. These and other day-to-day problems and tensions can arguably be more satisfactorily resolved at the regional than at the statewide level.[6]

Also in 1975, the Legislature passed Assembly Bill 1821, which provides for regional councils for adult and vocational education. These councils are mandated "to review and make recommendations on vocational and adult continuing education courses and to prevent unnecessary duplication of such courses within a region."

As a result of the interest in regional planning, and specifically as a result of the work of the Joint Committee on the Master Plan, ACR 159 was introduced and adopted by the Legislature, and money appropriated to the California Postsecondary Education Commission to:

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* A discussion of these consortia and cooperative efforts is contained in a later section of this report.

> . . .prepare and submit to the Legislature and the Governor a plan for establishing regional post-secondary educational councils throughout California. . .[7]

The Commission staff used ACR 159 as a basic guideline for examining the issue of regional planning and the need for regional councils in California. As a result of its study, the staff has developed several alternative approaches to regional planning, which are presented in the final section of the paper.

B. Study Procedures

In approaching the study of regionalism and the response to ACR 159, Commission staff undertook a number of activities including:

- Formation of a technical advisory committee.
- Survey of the available literature on regional planning for education.
- Interviews with representatives of the three public segments of California postsecondary education.
- Interviews with consortia directors and representatives in California and other states.
- Telephone interviews with individuals involved in regional planning in a number of other states.
- Participation in a national Conference on Interinstitutional Cooperation.

Documentation on regional planning and interinstitutional cooperation was provided by each state commission interviewed and each consortia visited.

C. Why Regional Planning - Objectives

Both the interviews and the review of the literature revealed a number of objectives in regional planning. While specific objectives will depend on local needs and priorities, a number of general objectives should be considered, including the following:

- To expand educational opportunities without increasing the number or size of institutions.

- To improve the quality of educational programs and effectiveness of institutional operations at minimal cost.

- To reduce unnecessary duplication, increase cooperation, and provide for a better delineation of responsibilities among institutions in a region.

- To improve planning, needs assessment, and management of scarce resources.

- To encourage cooperative use of such resources as facilities, computers, or libraries.

- To facilitate change, innovation, and experimentation.

- To cooperatively gather and disseminate information.

- To increase understanding of social, political, and economic problems in the community and region.

Within these eight general objectives are a number of specific objectives which address three major topics: planning, coordination, and delivery of services. Planning includes such objectives as: assessing the needs of individuals and organizations in a regional context; inventorying educational resources (including such noncollegiate resources as public libraries, hospitals, and cultural organizations); analyzing the gap between recognized needs and available resources; and designing educational activities to meet the regional needs.

Coordination objectives include: encouraging the delineation of responsibility among regional institutions; providing for the integrated use of public and private institutions as a single resource to meet regional needs; coordinating the use of special resources such as research facilities, physical education facilities, health services, and libraries; establishing mechanisms to consider and develop recommendations for new programs, facilities, and institutional relationships; developing and coordinating a cross-registration system among institutions to expand the range of curricular alternatives; and coordinating both internal and external degree programs among institutions through interinstitutional acceptance of academic credits.

Objectives in the delivery of services are dependent upon the planning and coordination objectives of the region. However, such objectives might include: interinstitutional use of expensive resources such as computers and laboratories; sharing of facilities, staff, and students; providing needed new services; disseminating

information on admission, course, and degree requirements among the institutions and to the regional community; and taking joint responsibility for meeting local needs through educational service programs.

Whatever the regional boundaries and governing structure may be, regional planning groups should first consider these general objectives and then decide upon appropriate specific objectives to meet the region's unique needs. While the general objectives of regional planning may be agreed upon by many, there is considerable disagreement as to whether regional planning can actually achieve those objectives in light of the obstacles.

D. Obstacles to Regional Planning

There are numerous obstacles to regional cooperation and planning. Many of these obstacles grow directly from the type of postsecondary education system found in America, a system historically characterized by institutional autonomy, diversity, decentralization, and free competition. The concepts of institutional autonomy and uniqueness and the organizational problems surrounding interinstitutional cooperation are the major obstacles to regional planning and cooperation. Related to these obstacles are those of competition for funding, students, and faculty among institutions, and the resistance to any externally imposed requirements for cooperation (such as legislative mandates). There are also the traditional and cherished distinctions between institutions of higher education, which include: high quality vs. low quality; private vs. public; proprietary vs. two-year vs. four-year vs. Ph.D.-granting institutions; large vs. small; and sectarian vs. nonsectarian.[8]

Organizational obstacles may involve differences between institutions in terms of per pupil instruction costs, fees and tuition, and the fact that the larger institution with the most to contribute may have the least to gain. Ultimately, the most difficult obstacle to surmount is what each institution should sacrifice to the cooperative endeavor; this, indeed, is the reason that most cooperative efforts have dealt only in matters peripheral to institutional interests.

In terms of institutional sacrifices, "difficulties are more likely to arise when interinstitutional cooperation demands basic internal changes that are essentially subtractive rather than additive--when a department must stop giving a major because it is being offered by a stronger department at a nearby cooperating institution. . ."[9] It is the fear of having to make such a

sacrifice that is often the basis for an institution's refusal to engage in regional cooperation and planning.

It is clear that the objectives and possible benefits of regional cooperation and planning must be weighed carefully in terms of the obstacles to the successful implementation of the programs. Once the decision to regionalize has been made, the best technique for obtaining institutional cooperation must be determined.

E. Mandatory vs. Voluntary Regionalism

Perhaps the most crucial and difficult issue to be dealt with in regional planning is that of whether institutional cooperation can best be achieved by voluntary or by mandated methods. The dichotomy can be stated briefly. Those favoring voluntary cooperation argue that their approach is the only way to preserve institutional autonomy and educational diversity; they argue further that externally enforced coordination "will inevitably result in the excessive standardization or even 'nationalization' of American higher education."[10] These proponents also believe that externally imposed cooperation cannot create or maintain lasting interrelationships among institutions and that intrinsic, institutionally agreed upon cooperation is the best means for achieving cooperation on a regional basis. Essentially, it is argued that if there is a need to cooperate in planning, course development, or facility sharing, the institutions will want to cooperate to meet that need--thus obviating the necessity for statutory mandates of cooperation.

Those favoring mandated cooperation argue that voluntary efforts can achieve only limited gains, being dependent as they are upon institutional "good will," and also point out that any one of the cooperating institutions can refuse to support its part of a particular plan or program. Further, it is argued that only mandated cooperation can overcome institutional self-interest and indifference toward regional needs and interests, since voluntary associations "do not have the potential to significantly alter existing organizational frameworks or to facilitate cooperation across the whole range of institutional functions."[11]

It is obvious that both voluntary and mandatory cooperation have their advantages and disadvantages. In any discussion of regional planning it is wise for all possible participants--from state and institutional representatives to regional and community representatives--to take a long and critical look at both sides of the voluntary vs. mandatory argument. While each group must make a decision on the basis of its particular situation, an examination of how regional planning is being accomplished in other states can prove informative.

II. REGIONAL PLANNING IN OTHER STATES

As part of the background for this paper, the study team conducted telephone and in-person interviews with representatives from a number of states involved in some form of regional planning. A brief overview of what each state is doing is presented below.

A. Pennsylvania

In January 1973, the State Board of Education endorsed the principle of regionalization and directed the Department of Education to establish a comprehensive regional plan for Pennsylvania higher education. To achieve this, the Bureau of Planning divided the state into ten regions, with boundaries established through consultation with other agencies and with regard to existing planning units. The main goal of regionalization in Pennsylvania is "to provide increased postsecondary education opportunities for the student, thereby facilitating and maximizing the development of Pennsylvania's human resources."[12]

The regional planning councils in Pennsylvania are composed of representatives from all public, private, and proprietary institutions within each region. The councils were established at the initiative of the regional institutions, which also determined the appropriate composition and structure for the councils. The primary responsibilities of each council are regional planning and coordination, with specific priorities to be determined by the individual council in line with statewide objectives. Each council selects its own staff and determines regional needs, with the organization and structure of the council determined by formal agreement among the institutions. The regional councils provide advice and counsel to the Department of Education on major educational plans and developments such as new institutions, new campuses, or new roles for existing institutions.

Recognizing that regional councils must have adequate funding in order to effectively serve the institutions and citizens of a region, the Pennsylvania Department of Education budgets funds on a matching basis for grants to the councils as they develop and become operative. To date, all of the proposed regions have organized regional councils and have received recognition from the State Board of Education.

The completely voluntary nature of the councils has allowed each region to emphasize different priorities and to work with a different structure and membership. For example, one council has received state and federal funds to investigate the development of associate degree programs, while two other councils are develop-

ing flexible time-length curricula at the baccalaureate and associate degree levels through grants from the Fund for the Improvement of Postsecondary Education. In Chester County, a community "college-without-walls" is scheduled to open in September, 1976, utilizing facilities and faculties presently available within the region. A university, two state colleges, a private college and two vocational schools will cooperate in providing the academic and training services for the new Chester County Community College.

The state coordinator for regionalization works closely with the regional councils, suggesting areas for further cooperation and planning, attending regional council and consortium meetings, and acting as a facilitator for inter-council communication and cooperation. Additionally, the regional council chairpersons, meeting as a group for the first time in January 1975, have decided to continue to meet whenever necessary on inter-council matters and to communicate with the Department of Education and the State Board of Education. The Board representative noted that such communication among institutions and between segments is vitally important in Pennsylvania, especially in working with the state's strong private segment.

B. New York

Regional planning for New York's system of higher education received its main impetus from then-Governor Rockefeller's 1970 Executive Order No. 44, which required all state agencies to plan on a regional basis. In 1971, the State's Board of Regents designated the five boroughs of New York City as a pilot planning region for higher education, and appointed the Regents Advisory Council, an 18-member board which included seven chief executives of public institutions, nine presidents of private institutions and two "public" representatives. This Council was directed to develop a report for the Regents on regional planning that would include a survey of the human, fiscal, and physical resources of higher education in New York City, as well as determination of specific regional problems, such as admissions, counseling, data collection, facilities, finances and programs. In addition, the Council planned to recommend specific mechanisms to achieve a greater sharing of the available resources. Much of the report and survey work was done by Council task forces appointed to study specific areas and problems.[13]

The immediate pressures on higher education in New York City involved the fiscal crisis of the private institutions and the serious lack of facilities in a public sector trying to cope with open admissions. The report recommended that the Regents establish

a permanent Regional Coordinating Council for the New York City region. This Council would develop mechanism to implement and maintain a continuous planning cycle, disseminate information on postsecondary education, review and recommend action on new programs, new institutions, or construction projects, and provide support services to the regional institutions for planning and implementing joint or cooperative ventures.

The Regents divided the state into eight regions, in addition to New York City, with a voluntary advisory council to be established in each region. The councils would be made up primarily of the presidents of the postsecondary institutions within each region. The councils were intended to guide the development and operation of regional activities, with statewide regionalism being encouraged by the Regents on a "gradual and voluntary basis" over the next several years. Among council activities are long-range enrollment projections for the region, development of policies and procedures for cross-registration, and studies of the joint use of facilities and of cooperative planning involving both the public and private sectors.[14]

Funding has proven to be a major problem for the New York regional councils. In 1972, the Regents sought a $450,000 appropriation to be allocated among the regional councils for staff and proposed projects; the request was denied. A report prepared by the Academy for Educational Development suggests that if sufficient funds are not allocated to the regional councils, it is possible that the initiative for regional planning will shift from the Regents to the State University of New York (SUNY), which is developing its own plan for decentralization and regionalism.

SUNY has developed a regional structure for its 67-member institutions that consists of four regions, each of which incorporates two of the Regents' regions and is centered around a public doctoral degree-granting university.[15] Although the Regents and SUNY are cooperating in the development of their respective regional systems, a number of problems have arisen as a result of this two-pronged approach. The existence of two different mappings of the regions and the fact that the regions are not at all equal in terms of institutional representation have caused serious concerns. Also, while both the Regents and SUNY are promoting regionalism, they have somewhat different approaches, with the Regents' major interest being planning and organization, while SUNY stresses operation and function.[16] Primarily because of funding problems, the regionalism movement in New York State is not developing as anticipated and its future is in doubt.

C. Illinois

Illinois has approached interinstitutional cooperation somewhat differently, by means of competitive proposal funding with the Higher Education Cooperation Act (HECA) fund.

Under HECA, bids for cooperative projects are submitted by various institutions and consortia to the Board of Higher Education, which evaluates the proposals on a competitive basis and selects a certain number for funding. Competitive proposal funding is preferable to establishing regional councils, one spokeman stated, as it encourages a "need first, structure later" situation which "may look sloppier to bureaucrats, but it works better educationally."

Progress Through Cooperation, the 1974 report on the Higher Education Cooperation Act, indicates that HECA is proving most effective in improving Illinois higher education--and at a nominal cost, with only $350,000 budgeted annually for the fund. The report states that "various HECA projects aimed at encouraging interinstitutional cooperation and increasing access to higher education have involved in some way nearly every public and private college and university in the state. And yet, the HECA budget represents less than one tenth of one percent of the state's budget for higher education. . ."[17] The Illinois Board reports that proposals are getting better every year, and that even small amounts of money are eagerly sought after and have resulted in some excellent cooperative programs.

Many of the HECA projects are funded with cost-effectiveness in mind. The Quad-Cities Graduate Studies Center, which is mandated for support in the act itself, has enabled hundreds of students in the Quad-Cities area to obtain quality graduate education, without the state having to establish a new graduate institution or program. The Center owns no classrooms or facilities; it pays nominal fees to rent space from a dozen sources, ranging from public schools to the U.S. Army Arsenal at Rock Island. Two similar centers in the Rockford and Decatur areas are being developed with HECA funds. Another HECA-supported program is the Southern Illinois Collegiate Common Market (SICCM), an incorporated consortia consisting of five higher education institutions which contribute $13,000 to the $18,000 awarded by HECA. One of SICCM's activities was the establishment of an associate degree in nursing programs, a high priority because of the severe shortage of registered nurses in the region.[18]

The HECA program is evaluated not only by the Board of Higher Education staff but also by independent consultants. The Board's 1974 evaluation report documents the significant results of interinstitutional cooperation:

- Interinstitutional cooperation saves substantial monies through cost-avoidance.
- It extends educational opportunities.
- It is developing new and needed programs.
- It encourages cooperative solutions to other educational programs.[19]

The Board's evaluation states that the HECA fund is having a positive impact on education in Illinois considerably beyond what was expected with limited funds, and quotes Dr. Lewis Patterson: "Through the HECA Program, Illinois State has become a prototype model for the nation in stimulating effective regional voluntary cooperation in postsecondary education."

D. Minnesota

Regional planning councils are being tested on an experimental basis in Minnesota. The Higher Education Coordinating Commission was directed by the 1973 Minnesota Legislature to "develop and administer three experimental regional postsecondary education projects aimed at improving the efficiency and effectiveness of postsecondary education in meeting regional needs through increased interinstitutional cooperation and coordination of programs and planning within a region."[20] The experimental projects were aimed at five major areas of concern: improving accessibility to postsecondary education for regional residents; eliminating unwarranted duplication; more effectively using higher educational facilities and services to meet regional needs; providing a more effective liaison between regional planning for education and regional planning for other public services; and testing various means to establish greater interinstitutional cooperative efforts in order to better meet the regional and local needs. The Legislature appropriated $175,000 as the initial funding for these experimental projects.

The coordinators of the three regional projects report that regional planning has been effective in numerous areas. Improved communication has resulted in less duplication and increased sharing of facilities and knowledge. Joint programs and class schedules and new opportunities to pursue upper division education in areas having no higher education institution have all been results of the experimental projects.

State representatives in charge of program planning stated that the regional centers have been very successful in maintaining institu-

tional autonomy and diversity while making considerable progress toward cooperative programming and planning, sharing of faculty, cross-registration and transfer of credit. Cost effectiveness was an early concern and has been achieved by regional institutions cooperating in offering substantially increased services thus avoiding the need for several new community college campuses. For example, the Rochester experimental center reported progress toward meeting the major goal of offering a higher-division degree-granting opportunity through the participation of eight area institutions. Two major developments were the preparation of a joint class schedule by participating institutions, and an advisory schedule, in which institutions provide counseling time for prospective students. The Rochester Center expects to offer 250 to 300 classes in the coming year, and a joint brochure is being developed to provide students with information on admissions and tuition policies and other important facts.

Considerable effort is being directed in Minnesota toward expanding the regional planning efforts for education statewide. The results of the experimental centers will be carefully evaluated as to what they portend for increased regional planning and cooperation.

Regional planning is underway in a number of other states including Colorado, Virginia and Texas. Given the illustrative examples of other states, whether regional planning is appropriate and possible for the State of California must still be decided. The next sections of this report will look at current interinstitutional cooperation in the State, will examine the advantages and disadvantages of regional planning for California, and will offer alternative approaches, conclusions and recommendations.

III. INTERINSTITUTIONAL COOPERATION IN CALIFORNIA

In January 1973, a policy paper entitled, Interinstitutional Cooperation in California Higher Education was presented to the Joint Committee on the Master Plan for Higher Education by the Academy for Educational Development. The purpose of the report was "to examine the potential benefits of interinstitutional cooperation in California, the extent to which such cooperation is now pursued, obstacles to further cooperation, and the steps which the Legislature might reasonably take to substantially expand such cooperation."[21] Based on a survey of every accredited higher education institution in the State and a response rate of 82 percent, the Academy paper was able to make generalizations and recommendations resulting from considerable evidence.

According to the survey, 50 Community Colleges, 16 CSUC campuses, three UC campuses and 16 private colleges and universities participated in one or more consortia. A total of 56 consortia were listed, of which the majority were in the areas of instructional television, health manpower programs and vocational education. All but three were single-purpose consortia and in most cases all participants were from a single segment. The San Francisco Consortium (which will be discussed later in this section) was singled out as "the most ambitious effort to date" and the only intersegmental, multipurpose consortium in California at that time. The report concludes that "intersegmental cooperation, where it occurs, is usually of an ad hoc and informal character that seldom makes continuing demands upon institutional resources and does not compromise campus autonomy."

Faculty exchange agreements were found to be few and then usually informal, largely due to the lack of flexibility in the salary and fringe benefit provisions in most faculty contracts. Student exchange agreements were more common than arrangements involving faculty, yet the Academy noted that "the evidence is that most exchange agreements involve only a relatively few students." The differences in tuition charges were cited as discouraging any transfer arrangement that involved more than a few students. Also, among the larger colleges and universities there was an expressed belief that their campuses could satisfy all their students' needs - with no need for intersegmental cooperative agreements.

In terms of facility sharing, while more than half the institutions responding reported some kind of sharing, nearly half of the reported examples involved either the use of community college classrooms for UC or CSUC off-campus extension programs or an agreement for the sharing of library materials. "Based on the response of this questionnaire," the report concludes, "there has been little increase in facility sharing since the 1970 Coordinating

Council study...nor does there seem to be very much interest in greater sharing."[22]

The conclusion of the Academy report about interinstitutional cooperation was as follows:

> Based upon the evidence gathered from this survey, it is clear that many of California's public and private colleges and universities are actively exploring the possibilities for interinstitutional cooperation. Yet it is almost inescapable that such cooperation is in its infancy. There is still an overriding emphasis upon institutional interests and objectives rather than upon the interests of students and upon the interests of the communities and regions which the institutions are expected to serve. In the absence of strong encouragement from the Legislature in the form of direct funding for cooperative endeavors, accompanied by actions designed to bring neighboring institutions together on a regional basis, it appears unlikely that the development of cooperative activities will be accelerated. Although some educators believe that external pressures may only inhibit the expansion of informal cooperation, it seems clear that if the Legislature wants to achieve greater interinstitutional cooperation, it will have to take direct action to create a climate in which cooperation can grow. [23]

In attempting to determine whether the amount or nature of interinstitutional cooperation and planning had changed since the 1973 Academy survey, the study team talked to various segmental and consortial representatives and examined the available segmental reports on existing interinstitutional cooperation.

In July 1975, the Chancellor's Office of California State University and Colleges requested that the campus presidents provide information on "the different kinds of cooperative relationships their campuses have with other institutions and agencies." The Chancellor's Office compiled the information and sent a summary report to the California Postsecondary Education Commission. The resulting report (Nov. 1975) indicates that "campuses in the CSUC system participate in some 70 formally established and continuous cooperative arrangements and consortia." While many of the arrangements are informal and a number of the consortia special-purpose, the report also documents CSUC's involvement in the seven major regional consortia that are discussed in the following section of this paper. Besides the regional consortia, CSUC participates in the statewide Articulation Conference and has articulation agreements with Community Colleges.

Consistent with the findings of the Academy report, many of the cooperative projects are ad hoc in nature involving specific problems or areas of concern. As the CSUC report concludes, "Long range planning and major questions of resource allocation are not typically the subject of the organizations to which CSUC campuses belong, since these are questions handled at the system level."[24]

A. Intersegmental Consortia

While there are many single-purpose consortia in California, there are only seven that have a specifically regional and intersegmental focus: the Northeastern California Higher Education Council; the Regional Association of East Bay Colleges and Universities; the San Francisco Consortium; the Inland Empire Higher Education Council; Los Angeles Consortium to Assist in the Utilization of Student Services for Education (L.A. CAUSE); the Tri-Valley Alliance for Higher Education; and the San Diego and the Imperial Counties Community Colleges Association. A brief description of the structure and work of each of these consortia follows, with a map that shows the counties covered by the consortia.

1. The Northeastern California Higher Education Council

The Northeastern California Higher Education Council (NCHEC) was formed in 1974 with a specifically regional orientation: "to promote and develop postsecondary educational regional planning and programs." All accredited public and private community colleges, colleges and universities in northeastern California are eligible for membership. Current members include: Butte College; Feather River College; Lassen College; Shasta College; College of the Siskiyous; Yuba College; California State University, Chico; and University of California at Davis. The membership consists of the presidents, chancellors and/or their designees from each of the campuses.

The NCHEC lists a number of functions for itself which include being a forum and clearinghouse for the sharing of information and ideas; acting as an advocate for northeastern California with legislative, State and other agencies; assisting in program planning and development; providing supportive services to member institutions; and taking responsibility for management of the regional delivery system for educational programs (e.g., scheduling use of microwave links for televised classes). Standing committees for NCHEC include continuing education; vocational education; articulation; student personnel services; learning resources; and task forces on women and older Americans.

EXISTING REGIONAL CONSORTIA IN CALIFORNIA

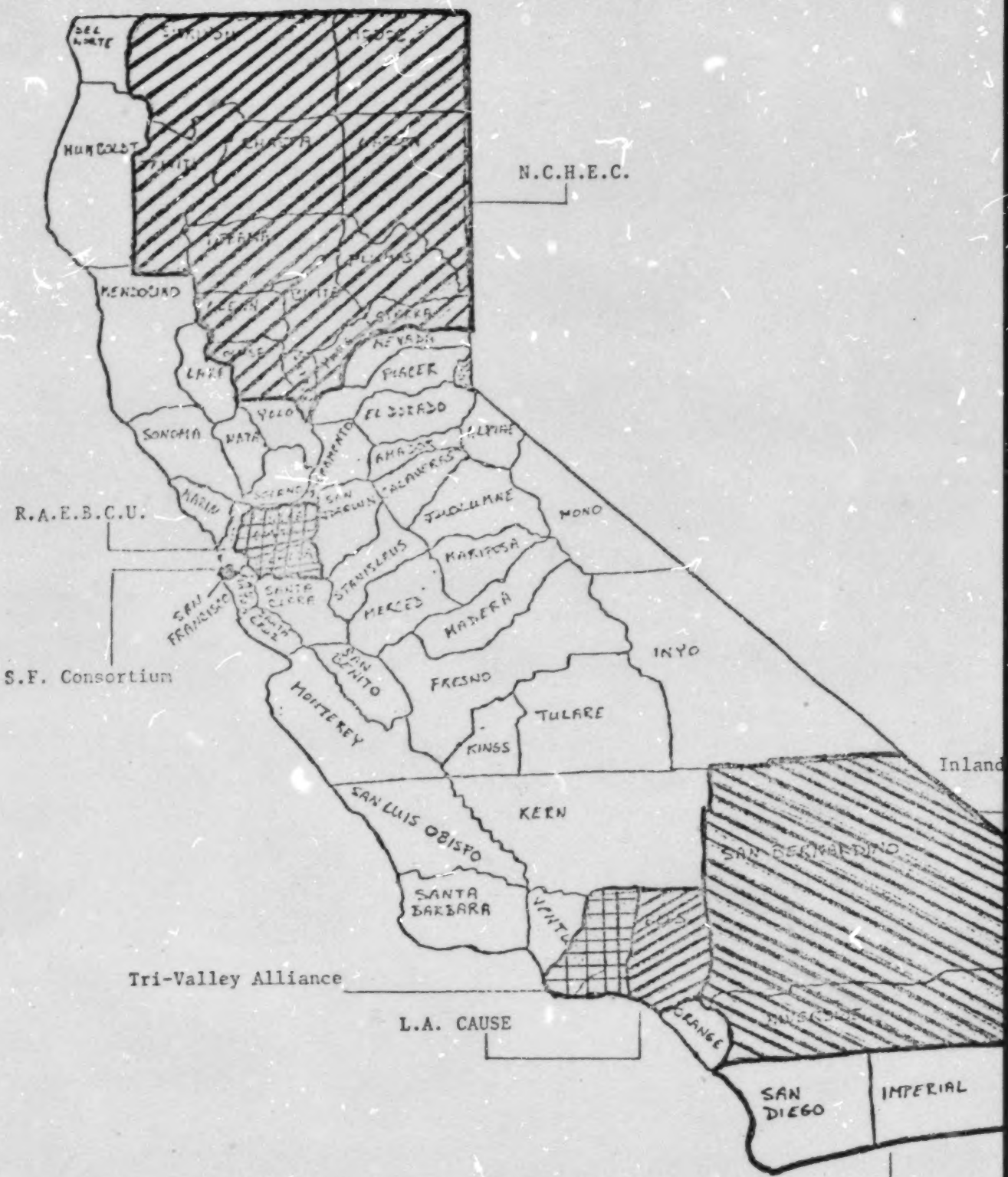


FIGURE 1

Activities of the Council include the utilization of a mobile van to transport staff, equipment and supplies to remote communities to conduct workshops in consumer education and early childhood development. The Council also uses the new CSU, Chico media center facility with its color television studio to broadcast live classes to major portions of Northeastern California via microwaves and public television station KIXE. College credit may be earned for many of the courses. The Council provides a number of outreach programs in rural areas which concentrate on job development and job creation.

In the health care field, project OPEN involves a comprehensive review of nursing curricula at six member institutions. The goal is to enable students to move more easily from one level of nursing to another, and a special course utilizing microwave, television and outreach learning centers is being explored for nurses working in the remote rural areas of northeastern California.

2. Regional Association of East Bay Colleges and Universities

The Regional Association of East Bay Colleges and Universities (RAEBCU) was formed in 1974 "to promote multi-purpose cooperation between public and private East Bay colleges and universities in meeting the educational needs of their constituencies through the recognition and emphasis of institutional diversity."[25] RAEBCU states that its function is to "promote interinstitutional cooperation and comprehensive educational regional planning." Among its functions RAEBCU lists the dissemination of information; the assessment of current working programs and relationships among its member institutions; and the identification of new activities and programs for membership participation. Membership in RAEBCU is open to "any public or nonprofit private university or college which is regionally accredited by the Western Association of Schools and Colleges and which demonstrates potential for participation in its activities." Member institutions include all the accredited higher education institutions in Alameda and Contra Costa counties: California College of Arts and Crafts; California State University, Hayward; College of Alameda; Contra Costa College; Diablo Valley College; Graduate Theological Union; Holy Names College; Laney College; Los Medanos College; Merritt College; Mills College; Ohlone College; Peralta College for Nontraditional Study; Saint Mary's College; University of California, Berkeley; and Chabot College. Each institution is represented by its chief executive officer.

To date, RAEBCU activities have included the establishment of a Task Force on Aging, chaired by a nationally-known gerontologist from the Graduate Theological Union; a Task Force on Women, which

has led to the appointment of a RAEBCU coordinator for women's activities; and projects on faculty development, the first such project being the RAEBCU Writing Project, aimed at improving the teaching and learning of writing among member institutions. RAEBCU has also published two Cultural Events Calendars, indicating events on member campuses. A joint program is underway with the Bay Area Council on Education for the Public Service and involves East Bay mayors, city managers, and county administrators who meet with eight RAEBCU chancellors to discuss ways in which higher education institutions can better serve newly elected officials, career public service staff, and citizens interested in working on policy issues. Another joint program involves cooperation with the East Bay Foundation for Health Careers Education in inventorying available programs, working toward less replication and improving health program offerings. A program is also being developed among RAEBCU members to improve minority access to postsecondary education.

3. The San Francisco Consortium

The oldest of the six consortia, the San Francisco Consortium was formally incorporated in 1967 as a private nonprofit organization. The Consortium members include the seven major postsecondary education institutions in San Francisco: City College of San Francisco; Golden Gate University; Hastings College of Law; Lone Mountain College; San Francisco State University; University of California, San Francisco; and the University of San Francisco. A Board of Trustees governs the Consortium and is composed of the chief executive officers of each of the member institutions. The Consortium lists two major and related purposes: the general interinstitutional sharing of resources and the "involvement of the Consortium as a whole in the search for new means of addressing problems in urban affairs." A number of standing committees exist including the Community Advisory Board; the Management Committee; Cross Registration; Computers; Continuing Education; Library; Urban Affairs; the Neophyte Nurse Project; and Health Services/Educational Activities.

With its purpose "to share resources, generate ideas and work as a group to seek solutions to campus and community problems," the Consortium is involved in numerous on-going projects of educational and community interest. The cross-registration program enables students to cross-register for any course not offered on his or her campus with one simple registration form - and no increase in fees (except for lab or special fees related to the course). The Consortium's Educational Matrix tells a student immediately what each of San Francisco's major institutions can offer in any particular field. The computer project uses professors of member institutions to work out the sharing of computer resources among

the member campuses. The Neophyte Nurse Program, funded by HEW is designed "to bridge the gap between nursing education and practice for the R.N.," enabling the novice nurse "to adjust quickly and effectively to her first staff nurse job." With a grant from the California Regional Medical Program, the Consortium's Holistic Health/Cultural Practices project is working to develop a resource center, including the development of curricula in the social and physical health needs of minorities, a bank of faculty and speakers, a library of books and periodicals on the subject, and the planning of a major conference. The Consortium's Urban Affairs Center, when funded, "will focus the expertise of the City's college and university educators on problems of the community." The City of San Francisco has expressed an interest in the Center and has contracted with it for research and problem-solving services. A number of other projects covering such topics as student financial aid, continuing education, urban affairs, and cable television are in the planning stages.

4. The Inland Empire Higher Education Council

The Inland Empire Higher Education Council, serving the counties of San Bernardino and Riverside, was formed in October 1974 "to provide a framework which promotes harmonious relationships among the member institutions and fosters the educational welfare of the academic and lay communities they serve." The Council was designed to provide a milieu which would encourage the sharing of information, the exploration and possible implementation of various exchange programs, and the seeking of funds for cooperative interinstitutional projects.

Council membership consists of "the chief executive officers of the two- and four-year public or private colleges and universities accredited by the Western Association of Schools and Colleges and located in the general geographical area delineated by San Bernardino and Riverside Counties." Current member institutions are Crafton Hills College; Riverside City College; University of Redlands; Barstow Community College; U.C., Riverside; San Bernardino Valley College; Mt. San Jacinto College; Loma Linda University; Palo Verde College; CSU, San Bernardino; California Baptist College; College of the Desert; Victor Valley College; Chaffey College; and Imperial Valley College.

As the Inland Empire Council is relatively new, most projects are still in the proposal and planning stages, but cooperative efforts may include the establishment of counseling centers, increased student services, inter-library cooperation, career counseling, and the avoidance of duplication in the competition for extended day students.

5. LA CAUSE

Concerned about the various problems that students encounter when attempting to find out about or use student services, a number of Los Angeles area institutions decided to come together and pool their resources and talents to improve the delivery of comprehensive student services to present and potential students. The Consortium to Assist in the Utilization of Student Services for Education--known as LA CAUSE--was formed in 1974, and made up of representatives of all of the segments of higher education in the Los Angeles area: three Community Colleges (East L.A. College, L.A. City College, and L.A. Southwest College); two CSUC campuses (CSU Los Angeles, and CSU Dominguez Hills); the University of California at Los Angeles; and two private institutions (USC and Whittier College). Ex officio members include Region IX of HEW, the Office of the Mayor of Los Angeles, and the Chancellor's Office of the California Community Colleges.

LA CAUSE has defined six major goals for its activities which include student services delivery: articulation outreach, communication, information, staff training system and exchange, and development of ongoing evaluation systems.

To date, the Consortium "has been actively working in three areas in establishing individual student services models, in developing motivational activities for potential students, and in establishing the needed elements for a coordinated information system." Each college is conducting a needs assessment of student services in order to coordinate present services and develop new ones. Member institutions are also working on motivational activities to inform and encourage potential students. These activities include work with high school counselors and students, participation in the "career days" of two-year institutions by both LA CAUSE and the four-year institutions, and special activities to familiarize prospective students with the college campuses and programs. Another activity is the development of a data base compatible with each institution and designed to gather information such as student interests, needs and goals in order to better serve them.

LA CAUSE is following the example of the San Francisco Consortium--incorporating and charging each member institution a fee. Up to this point, activities have all been in the area of student services --admissions, counseling, tutoring, recruitment, orientation, articulation--but with increased funding, the Consortium is set up organizationally to be able to expand to various other areas, such as the interchange of courses, credit transfer, and facility and faculty sharing.

6. Tri-Valley Alliance for Higher Education

The Tri-Valley Alliance was formed in February 1974 by the presidents of a number of higher education institutions in the San Fernando, Santa Clarita, and Antelope Valleys, and the adjacent areas of southern Ventura County and Santa Monica. The general purpose, as stated in the Alliance's "Articles of Understanding," is "to provide a framework which promotes harmonious relationships among the member institutions and fosters the educational welfare of the academic and lay communities they serve." Further, the Alliance was designed to provide a forum for the sharing of information on academic and administrative topics, to encourage more effective interface among members at the instructional and administrative levels, and to explore the feasibility of various educational exchange programs.

By October 1975, the membership included: Antelope Valley College, California Institute of the Arts; California Lutheran College, CSU at Northridge, College of the Canyons; Glendale College, Los Angeles Baptist College, Los Angeles Mission College, Los Angeles Pierce College, Los Angeles Valley College, Moorpark College; Oxnard Community College, Santa Monica College, and Ventura College. Among these fourteen institutions are several private colleges, a campus of the California State University, and ten two-year Community Colleges.

An interview with representatives of CSU, Northridge indicated that the Alliance has mainly been used as an umbrella organization for various articulation meetings. These meetings have included the deans of academic planning and the deans of student affairs from the member campuses, and have focused on articulation from the Community Colleges to the four-year institutions--including degree and major requirements, credit transferability, and changes in lower division requirements at CSU, Northridge. While no joint programs have yet occurred, the possibility of CSU, Northridge offering senior level courses at an Antelope site is under discussion.

7. San Diego and Imperial Counties Community Colleges Association

The seventh regional consortium in California is the San Diego and Imperial Counties Community Colleges Association. Formed in 1975, its purpose is "to further the educational aims of the Community Colleges of San Diego and Imperial Counties and to encourage and promote activities for cooperative intercollege relations." The nine Community Colleges of San Diego and Imperial Counties are members, represented by the president (or director) of each member institution. The associate members of the Association are San Diego State University; UC, San Diego; and the San Diego County

Department of Education. Due to "the geography of the area, and to a history of close cooperation,"[26] a number of interinstitutional projects are underway, including the Community College-University Interlibrary Loan Program, joint development and implementation of innovative approaches to learning, and articulation of educational programs. Cooperative purchasing agreements exist and there is considerable cooperative effort spent on interinstitutional grant proposals. Articulation problems of the Community Colleges with San Diego State have been worked out so that there are now approximately 500 jointly-enrolled students (Grossmont College and San Diego State). Joint sponsorship of artistic and cultural events is occurring, as is the sharing of computers and certain other facilities.

B. What is Being Accomplished/What Needs to be Done?

As is evident from the preceding discussion, a good deal of interinstitutional and regional cooperation is currently going on in California. Some consortia are older than others, some areas show more progress on specific cooperative ventures; yet there seems to be a willingness to try new forms of regional and intersegmental cooperation. In interviewing the directors of the seven consortia, there seemed to be a consensus that while some cooperative efforts were succeeding, much more remained to be done. The most frequently mentioned need was for some form of stable and continuous funding upon which the consortia could depend, in order that attentions could be turned from survival to more substantive projects. Many programs for increased interinstitutional and regional cooperation are currently lying dormant waiting for possible grant funding. Even in the cases where member institutions pay an annual fee to the consortium (such as in San Francisco), many major projects await funding to match that provided by the institutions. In light of these considerations--and of these fiscally difficult times--the next section of this report will discuss the objectives of, obstacles to, and alternatives for increased regional planning for California.

IV. REGIONAL PLANNING IN CALIFORNIA: OBJECTIVES, OBSTACLES, ALTERNATIVES

As the general objectives and obstacles to regional planning were previously discussed, only those particularly relevant to California will be mentioned here. The major theme of regionalism for California involves adding some perspectives and ways of relating--away from the strictly segmental and toward the intersegmental, and from the strictly statewide to the regional and local. Regional planning should add to and complement, not disrupt, the segmental organization of California postsecondary education. As cited in the first part of this paper, there have been several expressions of interest in regional planning from the California Legislature. It is clear that with current fiscal constraints, the seventies will require a more structured and coordinated use of all available resources to meet individual and societal needs.

In terms of California postsecondary education, the broad objectives of regional planning should include increased communication, more effective planning and coordination between and among the segments, and a more cooperative and effective means for the delivery of services. In working out the various approaches to regional planning, the study team began to see that the regional planning bodies could provide several necessary functions, such as: providing a forum for the exchange of information and ideas among the segments at a regional level; offering a place to study regional problems and determine appropriate solutions; and offering a framework for planning and coordinating programs on an intersegmental basis. With increased communication and information exchange, possible areas of duplication or overlap can be dealt with; some while still in the proposal stage. The assessment of the needs and desires of people within a particular region and the transmission of this information to the educational institutions can help make them more locally responsive than ever before. Finally, by gathering and disseminating information on a regional level, the regional councils are in an excellent position to assist the California Postsecondary Education Commission, the Governor, the Legislature, and the segmental offices in making decisions about postsecondary education.

The obstacles to regional planning in California are basically those discussed: fears about the loss of autonomy and uniqueness; organizational and structural differences; and competition for funding, faculty and students.

In light of the objectives of and obstacles to regionalism, the study team considered a number of alternative approaches to regional planning for California postsecondary education.

A. Alternative I: Competitive Proposal Pilot Program

The first alternative approaches regionalism on a pilot program basis and has two parts: first, a pilot program of three regional councils; and second, a fund for special regional and intersegmental projects.

A fundamental aspect of this alternative is that it builds directly on the strength of the existing regional consortia, rather than dividing the State into arbitrary regions without regard for existing communities of interest or current cooperative bodies. After visiting campuses and the various consortia previously discussed in this paper, the study team determined that there are at least seven regions which have the cooperative organizational base necessary for a regional council (see Figure 1, page 17). This alternative proposes to establish three regional councils on an experimental basis for three years in order to fully assess the effect of systematic regional intersegmental cooperation on California postsecondary education. In this alternative, each regional consortia would submit a proposal to the California Postsecondary Education Commission to become a regional council; the Commission would then competitively evaluate the proposals and choose three consortia as the pilot councils.

As the existing consortia cover the areas of northeastern California, the San Francisco Bay, the East Bay, Los Angeles, Ventura, San Bernardino/Riverside and San Diego/Imperial, the three pilot councils could cover rural, urban and/or suburban areas of California. Each consortia includes a campus of the University of California, a State University or College and several Community Colleges, so the three public segments will be represented on the pilot councils. In addition, representatives of the independent and proprietary institutions within the region would be urged to participate actively in the councils.

Each pilot regional council would be composed of the presidents of institutions in the region. In interviews with other states, with institutional representatives and consortia members, there was a strong consensus that institutional presidents should form the basic council membership. Presidential membership helps ensure that cooperative programs can be implemented more quickly and effectively than would be possible if lower level staff representatives serve on the councils.

To help ensure that the regional councils are responsive to broader regional concerns, a suitable mechanism for community representation should be chosen by the council. Such a mechanism could vary from actual council membership to an advisory committee to task forces on specific local issues. Whatever the mechanism, community representation must be specified in the proposal.

Each consortia selected as a pilot regional council would receive a basic annual grant of $40,000 from the California Postsecondary Education Commission to help provide stable funding to be used as determined by the council over a three-year pilot period. This basic grant would provide about two-thirds of the cost of operating a pilot regional council. The other one-third of the cost would be provided by the pilot council.

Proposals for funding a pilot council should be developed within the following guidelines:

- To expand educational opportunties without increasing the number or size of institutions, particularly by means of cross-registration of students.

- To reduce unnecessary duplication, increase cooperation and provide for a better delineation of responsibilities among institutions in a region.

- To improve planning, needs assessment and management of scarce resources, particularly in relation to the development of adult education programs.

- To encourage cooperative use of resources such as research facilities, computers, health services or libraries.

- To cooperatively gather and disseminate information, especially in areas such as student counseling and curricular alternatives.

Each pilot council could specifically address one or more of the above areas. Within the general guidelines, each regional council would develop its own specific objectives and an evaluation plan to assess the council's success in meeting its stated objectives. However, segmental academic planning and budget planning would not be missions of the councils.

Each pilot regional council would select a chairperson and the council chairpersons would consult periodically with the Commission staff to discuss progress of the pilot councils in achieving stated objectives. The councils could also offer perspectives to segmental staffs and boards through their respective representatives on the regional councils. The Commission staff, with appropriate input from the segments, would evaluate the pilot councils during and at the end of the pilot period in terms of the objectives stated in the proposal. These evaluations would provide the basis for a recommendation of expansion or termination of the regional councils.

The second part of this alternative is competitive project funding. In this case, the Commission would establish a fund for regional intersegmental cooperation for which the segments as well as the consortia would be eligible to submit proposals. Guidelines for the competitive project proposals would be the same as those set for the pilot councils.

With a minimum of $200,000 in the fund, a variety of projects could be undertaken to help promote intersegmental regional cooperation in various parts of the State. The cost of this two-part alternative would be $360,000 per year for a three-year pilot period. This figure includes $120,000 for three pilot regional councils, $200,000 for cooperative projects, and $40,000 for California Postsecondary Education Commission administrative costs.

The advantages of this alternative are that it builds on the strengths of existing consortia and is directly related to local needs and local control. Providing stable funding for three pilot regional councils would allow the council representatives to turn their attentions from survival (which often depends on the ability to annually produce grants) to more substantive projects and plans. The alternative provides both systematic regional councils and special project funding on a pilot basis and at a relatively low cost, allowing a reasonable time period to evaluate the effects of regional planning on California postsecondary education. There is also an incentive for a number of areas in the State to become involved, either by means of the regional councils or through specific cooperative projects. Such a two-pronged alternative also provides an evaluation of the effectiveness of the regional councils approach as compared to the competitive project proposals approach to regional planning.

The disadvantage to this alternative is that it does not establish regional planning on a statewide basis, nor does it assure cooperation beyond what is voluntary.

The pilot programs would result in an excellent assessment of the possibilities of regional planning for California postsecondary education, and would provide information about the advantages and disadvantages of different approaches to regional planning before embarking on a more costly statewide program.

During the three-year pilot program, the Commission staff would assist the three pilot councils and the project directors in their work and would also provide leadership for other areas of the State to come together for regional planning and cooperation. Meetings and liaison work would take place, not only with the pilot councils but with existing and developing consortia, with

the Commission encouraging cooperative efforts wherever possible. A State conference devoted to regional planning could also be held to enable the councils and consortia to share ideas and experiences.

At the end of the three-year period, an evaluation would be made of the effectiveness of the pilot councils and the funded projects in achieving stated objectives, and a recommendation would be made for expansion or termination of the concept.

B. Alternative II: Mandated Regionalism

In this alternative, regional boundaries and councils would be mandated throughout the State. With mandated regional councils the participation of each public regional institution is assured, and a statewide program would be in operation immediately.

Boundaries for seven regions would be based on existing consortia; the other regional boundaries would be based on factors such as geographic similarities, patterns of existing cooperation and general population distribution. Figure 2 indicates suggested regional boundaries.

As in Alternative I, each regional council would be composed of the presidents of institutions within the region and a suitable mechanism for community representation would be chosen by the regional council. Within guidelines set by the California Postsecondary Education Commission, each regional council would determine its own objectives and project priorities.

Each regional council would receive annual funding of $70,000 to cover basic staff and facilities. If, as the study team estimates, approximately thirteen regional councils were mandated, the cost of this alternative would be $950,000 annually. This amount includes $70,000 for each regional council and $40,000 for the Commission's administrative costs.

Again as in Alternative I, each regional council would select a chairperson and the council chairpersons would meet regularly with the Commission staff to facilitate statewide planning and advise the Commission on regional and interregional activities.

As discussed earlier in this paper, those favoring mandated cooperation argue that voluntary efforts can achieve only limited gains, as they are dependent upon the willingness of the institutions to cooperate and are vulnerable to a refusal on the part of any one institution to support its part of a particular plan or program. It is further argued that only mandated cooperation can overcome institutional autonomy and self-interest.

FIGURE 2

SUGGESTED REGIONAL BOUNDARIES



The principal disadvantages of this alternative are that there is great difficulty in imposing realistic regional boundaries and, in the absence of a pilot program, the State would rush full-force into a costly regional planning project without an adequate test of its appropriateness for postsecondary education in California.

While mandatory regional councils is an alternative, perhaps it should only be used after a pilot test of the regional councils concept and only if voluntary efforts fail to achieve desired objectives.

C. Alternative III: Designated But Voluntary Regional Councils

The third alternative for regional planning in California is the designated but voluntary councils approach. This alternative would designate regions, with seven based on the existing regional consortia and the rest based on factors such as current patterns of institutional cooperation, geographic similarity, existing patterns of enrollment and general population distribution (see Figure 2). Regions would be designated but not mandated, and the initiative to form regional councils would come from the regional institutions. Such a structure builds on the strengths of the existing consortia while also designating areas for future cooperative efforts.

As in the other alternatives, each regional council would be composed of presidents, would include community representation and would select a chairperson to work with the Commission staff. Each regional council would set its own objectives and priorities within Commission guidelines.

Once the institutions within a region decide to come together and form a council, the council would become eligible to apply to the Commission for a grant of $40,000 per year to be used as determined by the council. If all thirteen designated regions form regional councils, the annual cost of this alternative would be $560,000. This figure includes $40,000 for each regional council and $40,000 for Commission administrative costs.

The advantages of this alternative are that it would provide a plan for implementing regional councils throughout the State, and that the designation of specific regions could provide an incentive for the regional institutions to form a council, while allowing the institutions to come together based on local needs. While the designated regions might not be agreed to by all, such regional boundaries would form the basis for a discussion of more appropriate boundaries.

There are several disadvantages to this alternative. Primarily, this alternative does not allow for any pilot program to evaluate the potential effects of regional planning before initiating regional councils on a statewide basis. The study team also admits the difficulty of designating appropriate regions and the fact that there may be considerable resistance to such designation.

D. Alternative IV: Competitive Proposal Funding

The final alternative would be to establish a fund for regional intersegmental proposals for which the segments as well as the consortia would be eligible to submit grants. As in Alternative I, the guidelines are as follows:

- To develop and promote systematic and stable regional intersegmental cooperation and communication.
- To demonstrate the costs and benefits of intersegmental regional cooperation.
- To extend access to students and faculty in the region.
- To expand educational opportunities without increasing the number or size of institutions particularly by means of cross-registration of students.
- To reduce unnecessary duplication, increase cooperation and provide for a better delineation of responsibilities among institutions in a region.
- To improve planning, needs assessment and management of scarce resources, particularly in relation to the development of adult education programs.
- To encourage cooperative use of resources such as research facilities, computers, health services or libraries.
- To cooperatively gather and disseminate information, especially in areas such as student counseling and curricular alternatives.
- To meet special or unique educational needs of the region.

With a minimum of $300,000 in the fund, a variety of projects could be undertaken in various parts of the State. The advantages of this alternative are that it provides a statewide push for regional

intersegmental cooperation and that it can enhance the implementation of State priorities. The disadvantages of this proposal are that it does not respond directly to ACR 159, does not ensure any stable planning structure, and continues the problem of consortia focusing on survival needs rather than on systematic regional cooperation. The total cost of this alternative would be $340,000 --$300,000 for grants and $40,000 for CPEC administrative costs.

V. CONCLUSION AND RECOMMENDATION

A. Conclusion

The study team has concluded that Alternative I, the Competitive Proposal Pilot Program, would be the best approach to regional planning for California. Basing the pilot councils on existing regional consortia builds on established strengths and interests. Also, the competitive proposal aspect of this alternative provides an incentive for the regional institutions to develop and submit projects that specifically and appropriately address the needs of their region.

The pilot programs would result in an excellent assessment of the possibilities of regional planning for California postsecondary education, and would provide information about the advantages and disadvantages of different approaches to regional planning before embarking on a more costly statewide program.

B. Recommendation

The study team recommends that the Competitive Proposal Pilot Program be adopted and funded by the Legislature in the sum of $360,000 per year for a three-year period. A rigorous evaluation should be conducted at the end of the pilot period to provide a basis for expansion or termination of the regional councils and projects.

FOOTNOTES

1. Franklin Patterson, Colleges in Consort, Jossey-Bass Publishers, San Francisco, 1974.

2. William S. Fuller, speech to the Pennsylvania Board of Education, March, 1975.

3. Richard E. Peterson, et al, Postsecondary Alternatives To Meet the Educational Needs of California's Adults, report prepared for the California Legislature, September, 1975.

4. Franklin Patterson, Colleges in Consort, Jossey-Bass Publishers, San Francisco, 1974; p.91.

5. Report of the Joint Committee on the Master Plan for Higher Education, California State Legislature, 1973; p. 30.

6. Richard E. Peterson, et al, Postsecondary Alternatives To Meet the Educational Needs of California's Adults, report prepared for the California Legislature, September, 1975.

7. Assembly Concurrent Resolution 159, Resolution Chapter 213, 1974 Legislative Session, California Legislature, Sacramento, California.

8. Hannah S. Kreplin and Jane W. Bolce, Interinstitutional Cooperation in Higher Education: An Analysis and Critique, University of California, Berkeley, 1973; pp.

9. Kevin P. Bunnell and Eldon L. Johnson, "Interinstitutional Cooperation," in Samuel Baskin, editor, Higher Education: Some Newer Developments (p.267); quote in Kreplin, op. cit.; p.37.

10. Kreplin, op. cit.; p.49.

11. Kreplin, op. cit.; p.50.

12. A Design for Regionalization in Higher Education, Pennsylvania Department of Education, 1973; p.2.

13. A Regional Plan for Higher Education: Report From New York City, A Report from the Regents Advisory Council to the New York State Board of Regents, June, 1972; p.1.

14. Kreplin, op. cit.; pp. 56-57.

15. Interinstitutional Cooperation in California Higher Education, Academy for Educational Development, Inc., Palo Alto, California, 1973; p.35.

16. State University of New York, June, 1972 (quoted in Kreplin, p.57).

17. Progress Through Cooperation, Illinois Board of Higher Education, May, 1974; p.1.

18. Quad-Cities Graduate Study Center Annual Report, Illinois Board of Higher Education, 1973.

19. Progress Through Cooperation, Illinois Board of Higher Education, May, 1974; pp.10-18.

20. Letter from Minnesota Higher Education Coordinating Commission, August 12, 1974.

21. Academy for Educational Development, Inc., op. cit.; p.3.

22. Academy for Educational Development, Inc., op. cit.; p.23.

23. Academy for Educational Development, Inc., op. cit.; p.26.

24. The California State University and Colleges and Inter-institutional Cooperation, Office of the Chancellor, CSUC, Los Angeles, November, 1975.

25. Bylaws of the Regional Association of East Bay Colleges and Universities, April 10, 1974.

26. Letter to Donald McNeil, Director of the California Postsecondary Education Commission from Erv Metzgar, President of Grossmont College, September 12, 1975.

APPENDIX A

PERSONS INTERVIEWED

Dr. David Laird, Asst. Executive Director for Interinstitutional Program Planning, Higher Education Coordinating Commission, St. Paul, Minnesota

Dr. Richard I. Miller, Associate Director for Academic Affairs, Illinois Board of Higher Education, Springfield, Illinois

Dr. Irene Elisabeth Jordan, Coordinator for Regionalization, Pennsylvania Department of Education, Harrisburg, Pennsylvania

Dr. William Adrian, Deputy Director, Commission on Higher Education, Denver, Colorado

Dr. Donald Winandy, Director of Program Planning, Commission for Higher Education, Hartford, Connecticut

Mr. Bevington Reed, Commissioner, Coordinating Board, Texas College and University System, Austin, Texas

Mr. Barry Dorsey, Virginia Council of Higher Education, Richmond, Virginia

Dr. William S. Fuller, Assistant Commissioner for Higher Education Planning, New York State Education Department, Albany, New York

Dr. Richard M. Catalano, Executive Director, Regents Regional Coordinating Council for Postsecondary Education, New York, N.Y.

Mr. Ronald H. Miller, Project Coordinator, Regional Center for Life-Long Learning, Regents Regional Coordinating Council for Postsecondary Education, New York, N.Y.

Dr. Edmund Mortola, President, Pace University, New York, N.Y.

Dr. Lyman A. Glenny, Director, Center for Research and Development in Higher Education, University of California, Berkeley, California

Dr. Robert O. Berdahl, Senior Fellow, Carnegie Council on Policy Studies in Higher Education, Berkeley, California

Mr. Jerry Asher, Staff to Assemblyman Joseph Montoya, California State Legislature, Sacramento, California

Ms. Hope M. Holcomb, Director, Career Education and Governmental Affairs, Los Angeles Community Colleges, Los Angeles, California

Mr. Erv Metzgar, President, Grossmont College, El Cajon, California

Mr. Foster Davidoff, President, Riverside City College, Riverside, California

Dr. Jack H. Schuster, Executive Coordinator, Regional Association of East Bay Colleges and Universities, University of California, Berkeley, California

Mr. George McIntyre, Northeastern California Higher Education Council, California State University, Chico, Chico, California.

Dr. Richard M. Sax, Director, The San Francisco Consortium, San Francisco, California

APPENDIX B

TECHNICAL ADVISORY COMMITTEE

REGIONAL PLANNING PROJECT

Dr. Anthony J. Moye, State University Dean, Educational Programs and Resources, California State University and Colleges, Los Angeles, California

Dr. Gerald Cresci, Dean, Occupational Educational Program Planning, California Community Colleges, Sacramento, California

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Mr. Thomas Jenkins, Assistant Vice President, Academic Planning and Resource Department, University of California, Berkeley, California

Mr. Jonathan Brown, Associate Director, Association of Independent California Colleges and Universities, Sacramento, California

Mr. Bruce Black, Director, Ron Bailey School of Broadcasting, San Francisco, California

Dr. Richard M. Sax, Executive Director, San Francisco Consortium, San Francisco, California

Mr. George McIntyre, Field Representative, Northern California Area Planning Council, California State University, Chico, Chico, California

Mr. Foster Davidoff, Chairman, Inland Empire Higher Education Council, President, Riverside City College, Riverside, California

Dr. Jack Schuster, Executive Coordinator, Regional Association of East Bay Colleges and Universities, University of California, Berkeley, California